LAND USE AND ZONING STUDY

OF

VICTORIA AVENUE EAST

DECEMBER 1987

city of Regina

URBAN PLANNING DEPARTMENT

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Urban Planning Department
P.O. Box 1790
Regina, Saskatchewan
S4P 3C8
(306) 777-7551

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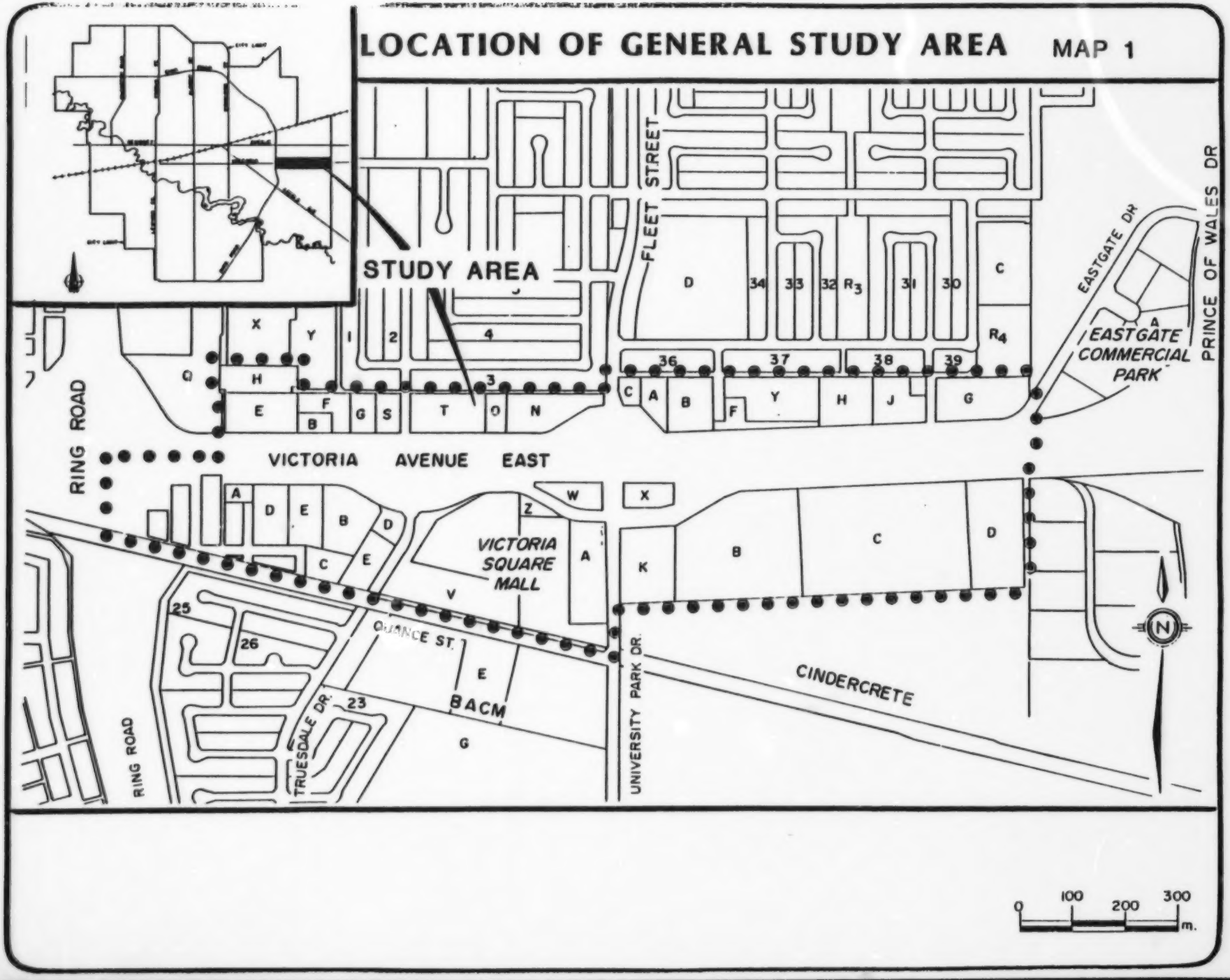

LOCATION OF GENERAL STUDY AREA
MAP 1
STUDY AREA
FLEET STREET
PRINCE OF WALES DR
EASTGATE DR
EASTGATE COMMERCIAL PARK
RING ROAD
VICTORIA AVENUE EAST
VICTORIA SQUARE MALL
QUANCE ST.
TRUESDALE DR.
UNIVERSITY PARK DR.
CINDERCRETE
BACM
RING ROAD
N
0 100 200 300 m.

1.0 INTRODUCTION

The general area adjacent to Victoria Avenue East between the Ring Road and Eastgate Commercial Park, which is defined as the study area (see Map 1), forms the boundary between Glencairn and Glencairn Village subdivisions on the north and the Victoria Square Mall and large tracts of undeveloped land on the south. The existing zoning is primarily HS - Highway Service which allows the development of low traffic generating commercial uses, including highway oriented uses for the travelling public.

Limited direct access for the passing motorist and hence the poor marketability potential of the affected properties currently zoned HS - Highway Service have resulted in large amounts of vacant land within the study area. This issue has led affected property owners and members of the development industry to question the appropriateness of the present zoning and land uses as they pertain to the study area. Earlier this year, a rezoning application to MAC2 - Major Arterial Commercial to allow the development of a wider range of commercial uses including professional offices and specialty shops was approved by City Council.

1.1 Purpose

The overall purpose of this review is to identify appropriate zoning which will facilitate a desirable range and distribution of land uses within the study area, taking into account current development potential and the future role of Victoria Avenue East in this portion of the city.

The specific purposes of this study are to:

a) review the existing development characteristics of the area which include land use, zoning, traffic and access.

b) identify and discuss the issues relating to the range and distribution of land uses and traffic characteristics of the Victoria Avenue East Corridor.

c) determine the needs and interests of affected property owners and residents adjacent to the study area with respect to the future development of the Victoria Avenue East corridor.

d) recommend appropriate zoning and policy amendments that will guide future development within the study area.

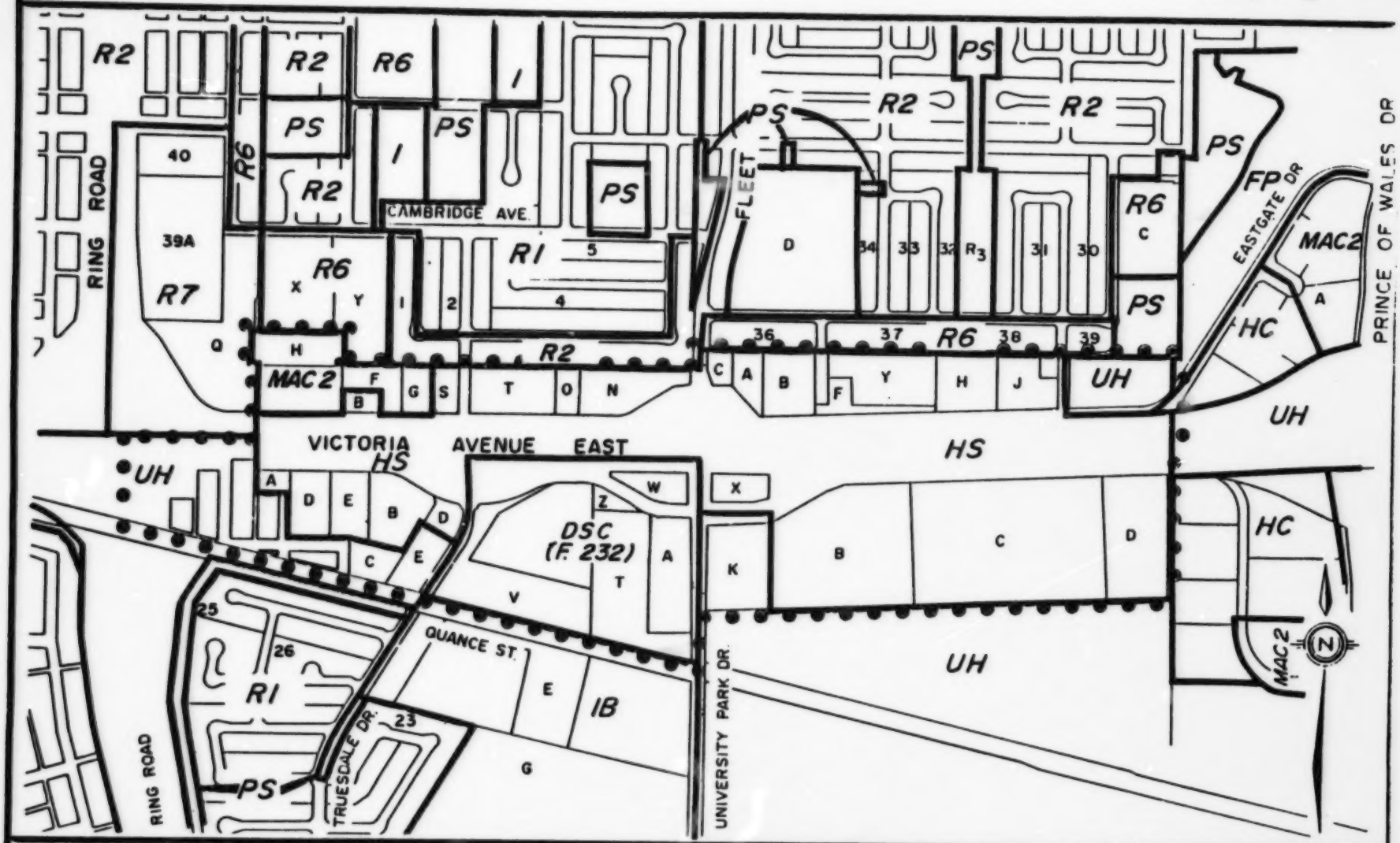
1.2 Background

In 1979, a planning consultant was directed by the City of Regina to undertake a Victoria Avenue East zoning review. The purpose of that study was to examine the HC - Highway Commercial zoning on Victoria Avenue East which was considered at that time to be the eastern entrance to Regina. There were serious questions regarding the impact certain adjacent land uses may have on the transportation system in the area.

A particular concern was the pressure being placed on the City to allow extensive major arterial development on lands abutting that portion of the Victoria Avenue East corridor extending eastward from the Ring Road interchange, then zoned HC to accommodate highway commerical uses.

EXISTING ZONING

MAP 2



LEGEND

GENERAL STUDY AREA	● ● ●	MEDIUM INDUSTRIAL	IB	MAJOR ARTERIAL COMMERCIAL	MAC2
RESIDENTIAL DETACHED	R1	HIGHWAY COMMERCIAL	HC	INSTITUTIONAL	I
RESIDENTIAL SEMI-DETACHED	R2	DESIGNATED SHOPPING CENTRE	DSC	FLOOD PLAIN	FP
RESIDENTIAL MULTIPLE HOUSING	R6	PUBLIC SERVICE	PS		
RESIDENTIAL MOBILE HOME	R7	URBAN HOLDING	UH		
		HIGHWAY SERVICE	HS		

0 100 200 300 m.

Within this corridor Victoria Avenue is designated as the Trans-Canada Highway (a controlled access urban expressway) and therefore was designed to provide a high speed, high capacity level of service to the travelling public. This portion of Victoria Avenue East also provided an access point at Fleet Street to the 6500 persons then living in the Glencairn area of the City. Any changes to the access would require the approval of both the City of Regina and Saskatchewan Highways and Transportation.

The most important conclusion of that study was that transportation issues should govern the future development of lands in the Victoria Avenue East corridor. The primary transporation recommendation was that only limited access should be provided from Victoria Avenue East to the parallel north and south service roads. Therefore, only low density, low traffic generating uses, including highway oriented uses for the travelling public, were recommended in order to minimize future transporation problems. Consequently, the primary land use recommendation was that a special zone, HS - Highway Service be created and applied only to portions of Victoria Avenue, east of the Ring Road (See Map 2).

In 1981, Council approved a road network plan (see Map 6) which finalized the ultimate design for this area. On March 30, 1987 Council approved a rezoning request from HS - Highway Service to MAC2 - Major Arterial Commercial to permit the vacant properties located at 1800 and 1840 Victoria Avenue East (along the north service road) to be used for professional offices and specialty shops. In approving the request, Council reaffirmed that the access to be provided would be as per the approved road network plan for this area. Council approved the proposal on the basis that poor visibility and access for the passing motorist had made the affected properties among the most difficult to market in the Victoria Avenue East area. Further, Eastgate Commercial Park now considered as the eastern entrance to the City, has been established to serve as a highway commercial node where access by the travelling public can be more easily facilitated. Consequently, the appropriateness of HS - Highway Service zoning for those properties between the Ring Road and Eastgate Commerical Park is in question.

The approval raised certain concerns by the Planning and Public Works & Engineering Departments in that a precedent for the rest of the Victoria Avenue East corridor may have been established for rezoning to MAC2 - Major Arterial Commercial which allows certain high traffic generating uses under the permitted use category. Therefore, a reference to a separate study identified in the 1987 Planning Department Work Program was included in the March 30, 1987 report to Council which would examine the appropriateness of the zoning and land uses along Victoria Avenue East between the Ring Road and Eastgate Commercial Park, and would involve consultation with affected property owners and the development industry. Also, it was recommended that the parcel currently proposed for the MAC2 rezoning be examined as part of this study.

1.3 Public Meeting

A meeting was held on April 28, 1987 at the Forum in City Hall. In attendance were representatives of the Planning and Public Works & Engineering Departments and approximately 15 affected property owners and interested representatives from the development industry.

The purpose of the meeting was to provide an exchange of information on related issues and to discuss options regarding a proposal to rezone the affected HS - zoned properties within the study area.

The meeting brought to light a number of issues of concern to the affected property owners which were previously expressed through representatives of the development industry. These issues, which are the subject of this study are identified below:

a) Limited direct access from Victoria Avenue East to the affected properties currently zoned HS - Highway Service.

b) Inappropriate HS - Highway Service zoning within the study area.

c) Creation of an appropriate zoning description on the affected properties that would offer a wider range of uses but would have to respect:

i) the impact of related traffic on adjacent residential areas.

ii) the existing and future road networks, particularly with respect to limited access concerns vis-a-vis Victoria Avenue East.

These issues will be discussed following a description of the general development characteristics of the area.

2.0 DEVELOPMENT CHARACTERISTICS

2.1 Land Use

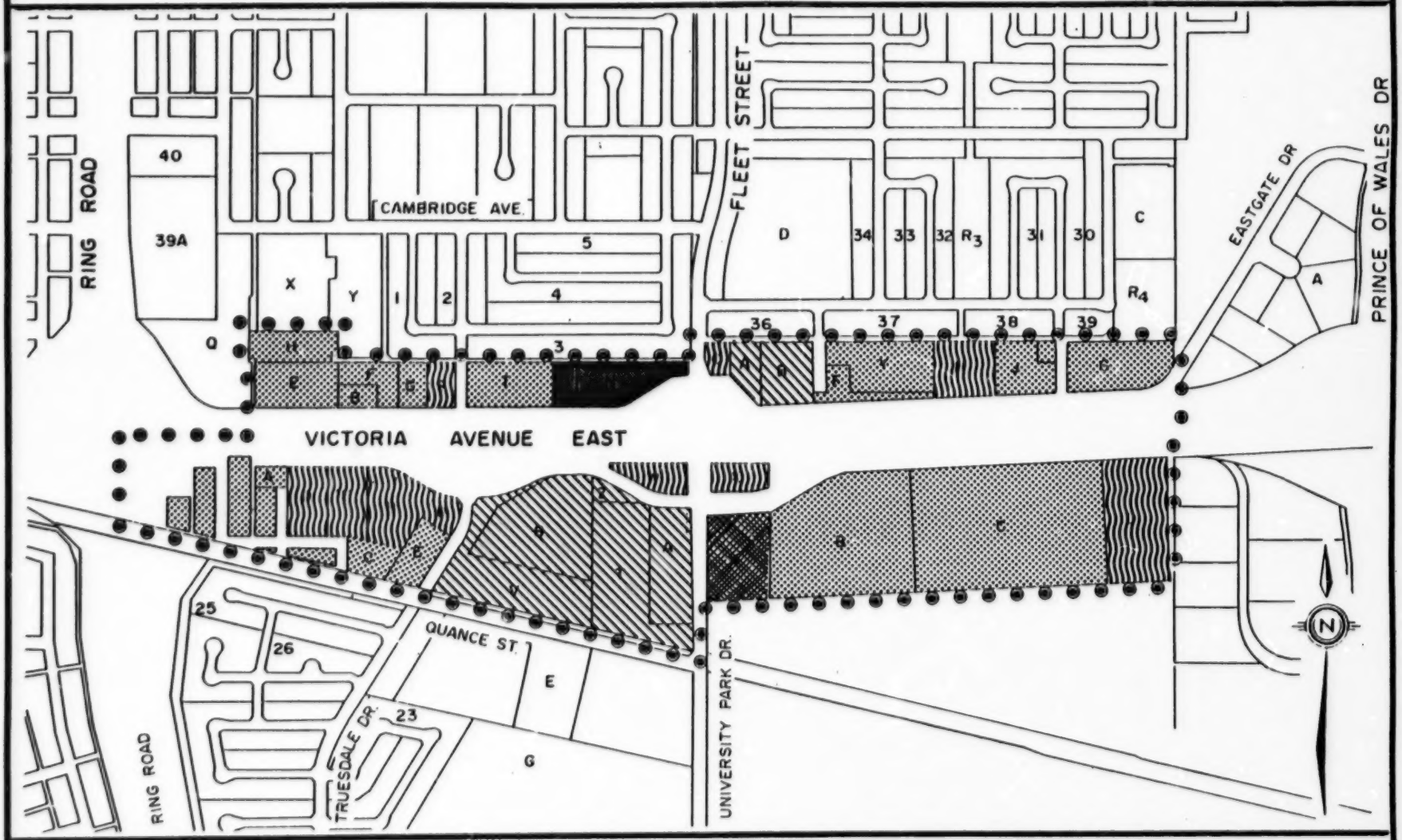
The study area, which contains 45 hectares, has approximately 52% or 23 hectares of undeveloped land. Specific uses within this area along the north service road include two gas bars, Saskatchewan Government Insurance Claims Centre, Saskatchewan Telecommunications office, a combined Home Improvement Centre, and a vehicular sales outlet. Similarly, uses along the south service road include a tractor sales outlet, Husky Truck Stop, Victoria Square Mall, two gas bars, Cindercrete Products plant and a recreational vehicle sales centre. A general overview of land use in the study area is shown on Map 3.

North of the study area, the land is developed with a variety of housing types and densities. West of Fleet Street, low density housing comprised of detached dwellings predominates this portion of the Glencairn Subdivision. Several parcels consisting of 3-storey walk-up apartments and the Glenelm Trailer Court are located near the Ring Road interchange. East of Fleet Street a corridor of four-plexes and two-storey townhouses separates the study area from a predominately detached and semi-detached dwelling precinct of Glencairn Village Subdivision, which includes W. F. Johnson Collegiate.

South of the study area, the northern edges of Wood Meadows and Gardiner Park subdivisions are currently separated by undeveloped land, including the extension of the B.A.C.M. and Cindercrete properties and the abandoned CNR Rail Corridor.

LAND USE

MAP 3



LEGEND

GENERAL STUDY AREA

RETAIL

OFFICES

INDUSTRIAL

VACANT

VEHICULAR SALES, SERVICES OR REPAIRS (service stations, recreational vehicles, tractor sales)

0 100 200 300 m.

The average depth of the parcels of land on the north side within the study area is 76 m (250') to 91 m (300') while those on the south side, east of Truesdale Drive are approximately twice these dimensions or more. The 15 vacant parcels which are dispersed throughout the study area range in size from .30 hectares to 8 hectares.

As can be seen in Map 4 approximately 90% of the subject parcels of land are privately owned. Three properties are provincially owned while three are registered in the name of the City of Regina. Other than the current rezoning application for 1800 and 1840 Victoria Avenue East, there does not appear to be any significant assembly of properties for redevelopment. Some property owners have however, indicated verbally that should the opportunity arise, they would like to redevelop their properties to a higher range of commercial uses in the future.

2.2 Current Zoning and Land Use Policies

The present zoning controls, established to regulate land use in the study area, reflect the predominant existing development forms. (See Map 2)

The existing zoning within the study area is primarily HS - Highway Service. The purpose of this zone is to allow for development of low traffic operating commercial uses for the Victoria Avenue East area including highway oriented uses for the travelling public. The complete list of uses which are permitted and discretionary in the HS - Highway Service Zone is contained in Appendix A.

The sites containing the Victoria Square Mall (and adjacent gas bar) are zoned DSC (F.232) - Designed Shopping Centre. Four separate sites are zoned UH - Urban Holding which include a City-owned parcel along the north service road, the Department of Highways and City-owned property east of the Ring Road, and Cindercrete Products land east of University Park Drive along the south service road.

Current zoning adjacent to the study area is described as follows:

(a) To the north - R6 - Residential Multiple Housing and
R2 - Residential Semi-Detached, with (R1 - Residential Detached prevailing further north between Glencairn Road and Fleet Street).

(b) To the south - R1 - Residential Detached
IB - Medium Industrial and
UH - Urban Holding

(c) To the west - R7 - Residential Mobile Home and
UH - Urban Holding

(d) To the east - HC - Highway Commercial

The policies pertaining to land use on the applicable parcels along Victoria Avenue East are contained in the Regina Development Plan. Section 15 of Part B of the Plan contains policies which are aimed at encouraging primarily low traffic generating, low density commercial land uses in the corridor, and that such uses do not negatively impact on adjacent and nearby lands. Furthermore, as Victoria Avenue East between the eastern City limits and the Ring Road serves both as the Trans-Canada Highway and an urban expressway, relevant policies refer to:

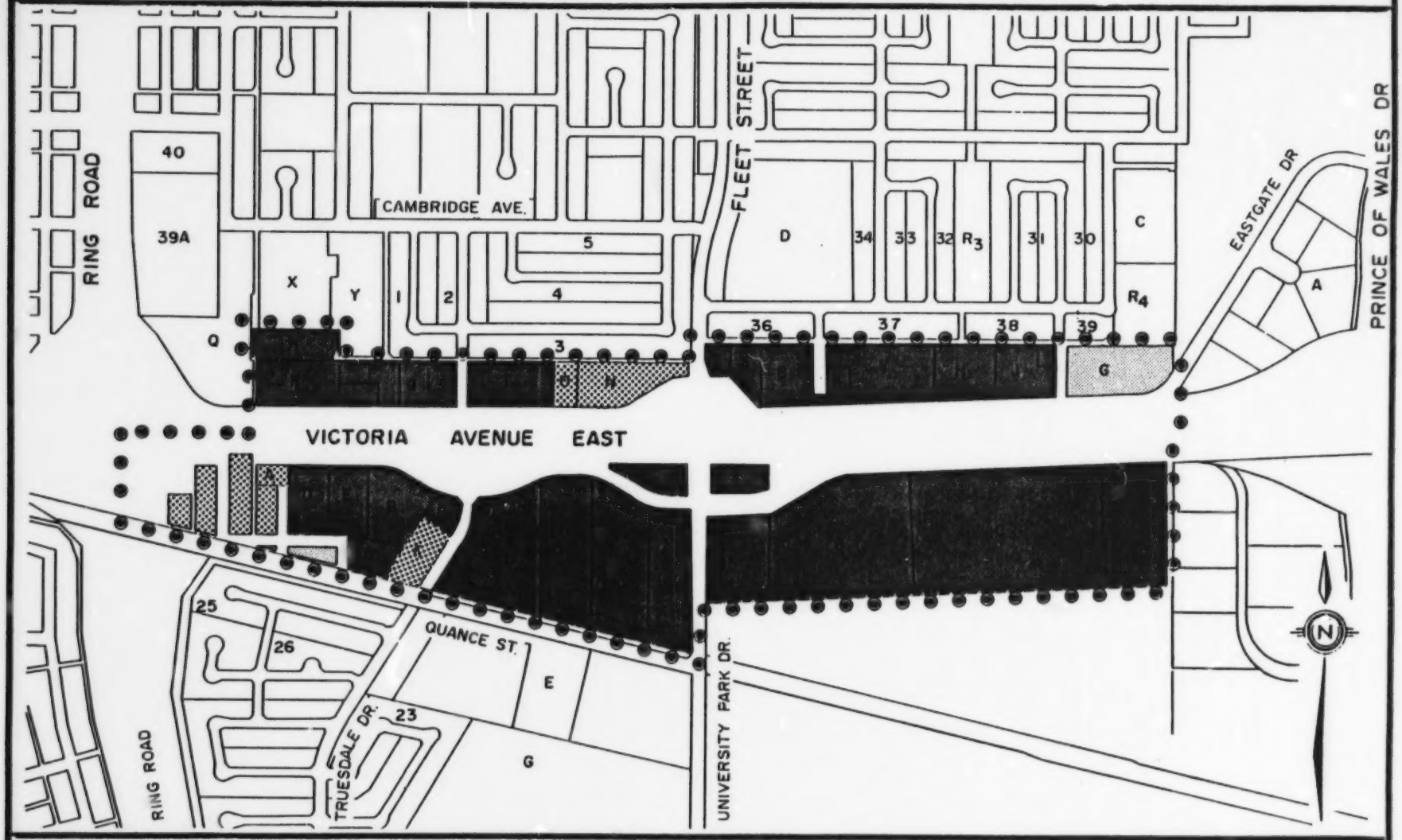
"(a) limited access only to the service roads in order to minimize the points of conflict.

(b) improved service road design at points of access to ensure proper stacking on intersecting arterials."

However, the policy objective suggests that Victoria Avenue East should be developed for highway-oriented uses for the travelling public. This is discussed in the next section of this study.

OWNERSHIP

MAP 4



LEGEND

GENERAL STUDY AREA

PRIVATE

PUBLIC (Province of Saskatchewan)

PUBLIC (City of Regina)

0 100 200 300 m.

3.0 ISSUES

This review addresses the relevent issues regarding the future development of the study area. These issues were recognized during preliminary research for the study area and were confirmed in discussion with affected property owners and representatives of the development industry at a public meeting.

3.1 Access and Traffic

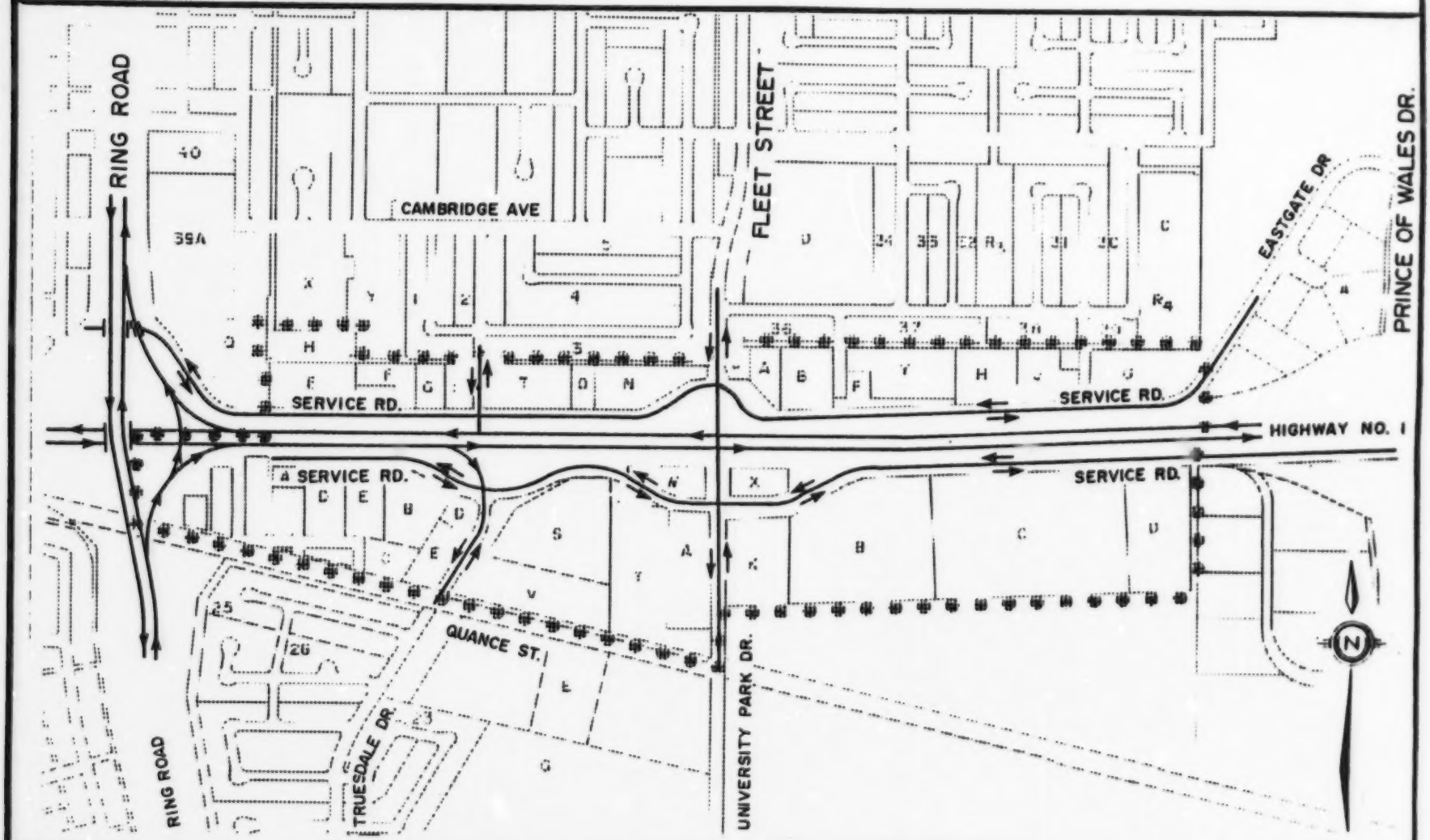
3.1.1 Present Access

Victoria Avenue, considered as the major east-west thoroughfare in Regina, carries a high volume of commuter traffic generated by residents of the eastern sector of the City as well as travellers utilizing the Ring Road interchange to by-pass Regina. As of July 1986, the traffic volume within the study area was 28,400 vehicles per day of which bypass traffic has been estimated to be about five per cent of this total.

Victoria Avenue East consists of two through-lanes in each direction and is parallelled by two-way service roads; on the north between Eastgate Commercial Park and Park Street, and on the south between Prince of Wales Drive and the vicinity of the Ring Road (See Map 5). The primary concern expressed at the initial and subsequent (November 24, 1987) public meetings was the question of limited access regardless of what the affected properties were zoned. Several requests were made to increase the number of access points along Victoria Avenue East which would allow for or enhance access opportunities. Subsequent suggestions included the reduction of speed within the study area and the installation of a series of traffic lights.

EXISTING ROAD NETWORK

MAP 5



LEGEND

GENERAL STUDY AREA

DIRECTION OF TRAFFIC FLOW

0 100 200 300 m

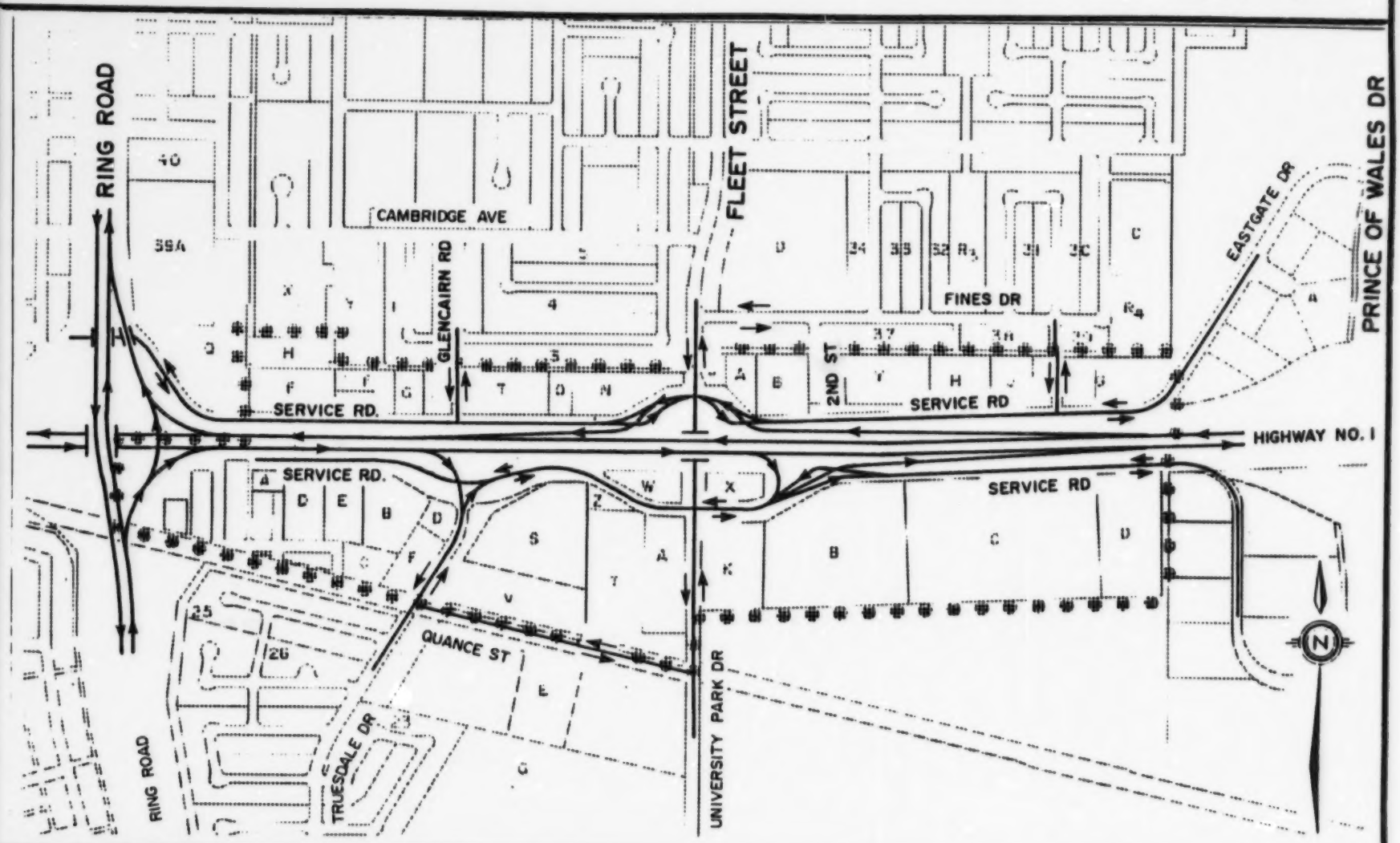
In response to these concerns, the Public Works and Engineering Department advised that this portion of Victoria Avenue East between the eastern city limits and the Ring Road interchange functions as the Trans-Canada Highway and an urban expressway. Therefore, access to and from Victoria Avenue East must be limited for safety reasons to minimize the points of conflict, thereby enabling sufficient distances for lane changes when entering or exiting. Currently, the only full intersection within the study area is at University Park Drive/Fleet Street. On the north side, rights-in and rights-out are allowed at Glencairn Road, while on the south side, rights-in only are permitted at Truesdale Drive. Based on highway design criteria, motorists travelling to and from sites abutting the two-way service road system must be chanelled via the above mentioned connector points which unfortunately limits the opportunity to gain easy and direct access to and from Victoria Avenue East. This does however create a current problem of traffic congestion causing vehicles to be lined up beyond the service road intersections.

3.1.2 Future Access

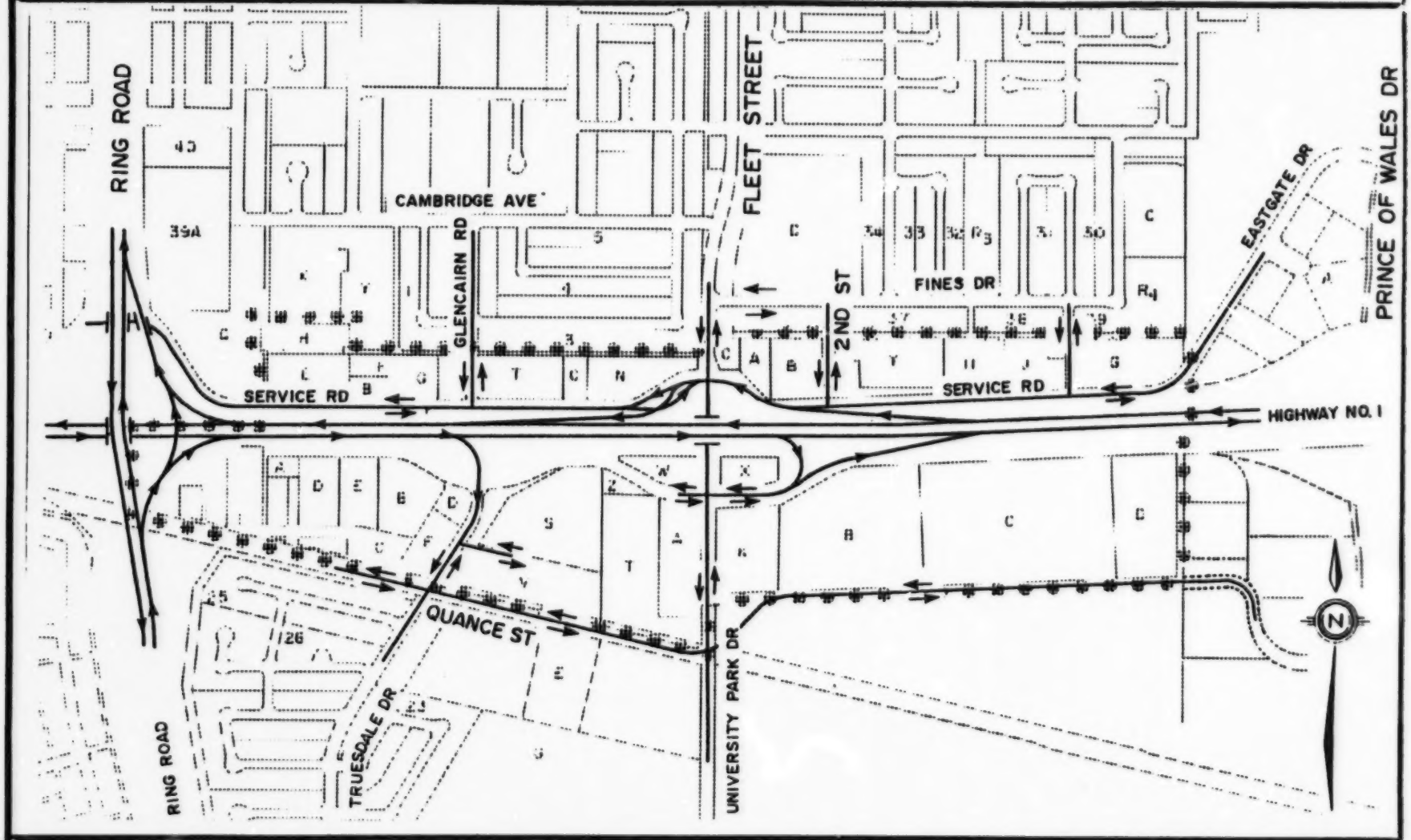
The eastern part of the City, particularly the southeast sector, is continuing to grow and it can be expected that the number of vehicles which use Victoria Avenue will increase over time. Future traffic volumes of 38,000 vehicles per day and 50,000 vehicles per day have been forecasted for Victoria Avenue East based on a southeast sector population horizon of 40,000 and 60,000 respectively. These projections have necessitated planning modifications to the existing road network to ensure the safe and efficient movement of future traffic volumes.

APPROVED LONG TERM ROAD NETWORK PLAN

MAP 6



ALTERNATE ROAD NETWORK CONCEPT PLAN No. 1 MAP 7



LEGEND

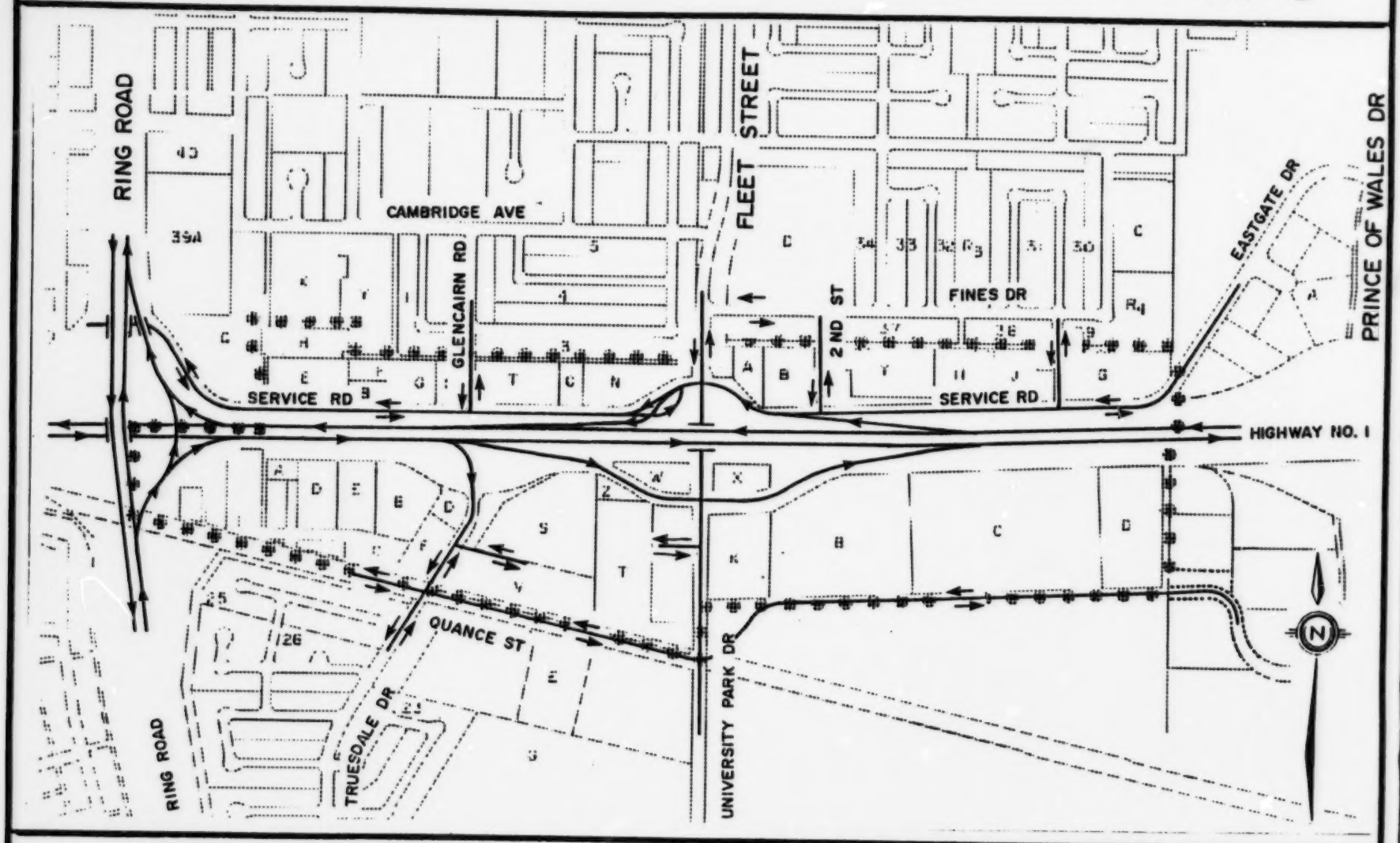
GENERAL STUDY AREA

DIRECTION OF TRAFFIC FLOW

0 100 200 300 m.

ALTERNATE ROAD NETWORK CONCEPT PLAN No 2

MAP 8



The long-term Road Network Plan approved in 1981 for the Victoria Avenue East area is shown on Map 6. This plan, which features a modified diamond interchange with Victoria Avenue over and Fleet Street/University Park Drive under, has been identified as a project during the period 1996-2000 in the current 25 year program, which is reviewed annually. The interchange policy for the City of Regina is currently under review and any changes that may be made to the policy will result in a revision of the 25 year Capital Program. Under this scheme, the 2-way service roads remain in the same location. On the south side, rights-in only would still be permitted at Truesdale Drive. However, on the north side, the access at Glencairn Road between the service road and Victoria Avenue East would be eliminated due to the conflicts with westbound traffic entering the major thoroughfare from the Fleet Street ramp and/or exiting further west at the northbound Ring Road ramp.

Although the 1981 plan does address the increased traffic capacity question generally, two areas of concern prevail. First, there are rather confusing "intersections" between the service roads and ramps at 3 locations. Second, the off-ramps are constrained by the present service road locations which limit the stacking space available between the two ramp terminal intersections. In light of these shortcomings, and other traffic operation problems within the study area the Municipal Engineering Department in conjunction with the Saskatchewan Department of Highways is currently considering alternate road network concepts.

Concept #1 (see map 7) is based on the modified diamond interchange as per the 1981 plan above. However, the south service road is replaced with the new collector road (Quance Street) west of University Park Drive and is relocated further south (east of University Park Drive) to link up with the new collector south of Victoria Square Mall. On the north side, the service road is proposed as one-way between 2nd Street and Fleet Street which tends to eliminate the confusing intersections between the service road and ramp at this location as contained in the 1981 plan.

The primary advantages of the Concept #1 road plan are the improved operation of the interchange due to the relocation of the service roads on the south and the simplication of the service road connection to the N.E. interchange ramp. However, the principle disadvantage is the minor increase in traffic along Fines Drive to compensate for the one-way portion of the north service road.

Concept #2 (see Map 8) is similar to Concept #1 except the south service road alignment east of Truesdale Drive is used for the ramp which was shown as a loop previously. This road system lends itself better to being staged with short-term major improvements, and is less expensive for structure costs than Concept #1. The Municipal Engineering Department is presently reviewing both concepts and has no clear preference for either alternative at the present time. Regardless of which alternative is chosen, the policies outlined in this report with respect to access to Victoria Avenue would remain substantially the same.

A comprehensive road network study including the area along both sides of Victoria Avenue from east of the Ring Road to the vicinity of the CKCK property is anticipated to be undertaken in 1988 in conjunction with the Department of Highways. The outcome of that review may suggest a re-evaluation of certain land uses, particularly within properties adjacent to the study area which is the subject of this report.

The 1981 Approved Road Network Plan, as well as the alternate road network concepts respect Council's current traffic management philosophy associated with this portion of Victoria Avenue East. It is noted that Council reaffirmed the roadway network in March, 1987. Therefore, as discussed earlier, the related policy directives in Section 15 of Part B of the Development Plan that promote:

"a) limited access only to the service roads in order to minimize the points of conflict on Victoria Avenue East,

b) improved service road design at points of access to Victoria Avenue East to ensure proper stacking on intersecting arterials,"

shall still apply.

3.2 Inappropriate HS - Highway Service Zoning Within the Study Area

As discussed earlier in Section 1.2, the Victoria Avenue East Zoning Review prepared in 1979 by a consultant engaged by the City of Regina, was undertaken to review the zoning impacts on existing land use and on major transportation routes in the Victoria Avenue East corridor and to arrive at subsequent recommendations and changes to the Zoning Bylaw. This was particularly important in light of the status of this portion of Victoria Avenue East being the only remaining major entrance to the City of Regina which was zoned HC - Highway Commercial at that time to accommodate new highway-oriented commercial development. Such development was intended to primarily attract travellers whom upon entering an unfamiliar city require good visibility of the facilities offered and direct and easy access to such sites which would not prejudice the standard of safety, convenience and speed appropriate to the highway.

To ensure that lands were available to accommodate future highway-oriented services and that those uses would not be high traffic generators that would increase the points of conflict along Victoria Avenue East (and lower the efficiency of that roadway), the HS - Highway Service Zone was created. Although the purpose of this zone is to include highway-oriented uses for the travelling public, the design and operational characteristics of Victoria Avenue east of the Ring Road as discussed in Section 3.1 requires that access to the parallel service roads and connector roads must be limited to designated intersections. Thus, the convenience of direct and easy access is virtually eliminated. Those not familiar with the roadway system within the study area, including travellers who would be more likely to use the motels, service stations and restaurants provided for in the HS - Highway Service Zone, may become frustrated with their inability to gain convenient access to these properties before they turn off at the Highway #1 Bypass.

Since the 1979 consultant's report was prepared, two significant developments have had a major impact on the Victoria Avenue East Corridor. First was the approval and development of the Victoria Square Mall, zoned DSC - Designed Shopping Centre, located adjacent to the only full intersection within the study area. The relative success of the shopping centre has resulted in a very high traffic generator, attracting customers from adjacent neighbourhoods, other areas of the City and the surrounding rural communities. Associated traffic movements have caused stacking problems, particularly in the vicinity where the north and south service roads intersect with Fleet Street and University Park Drive respectively.

Second, the evolution and development of Eastgate Commercial Park on the north side of Highway #1 adjacent to the City limits is now considered as the major eastern entrance to Regina. Large tracts of HC - Highway Commercial zoned land are clearly visible and will be served in the future by a full interchange.

Another factor contributing to the inappropriateness of the HS - Highway Service Zone within the study area is its limited number and range of uses. The HS - Highway Service Zone (refer to Appendix A) currently has a total of 16 uses, of which 7 are permitted and 9 are discretionary. In comparison the NC - Neighbourhood Commercial Zone, with fewer permitted uses (6), is the most restrictive commercial zone as it is designed to provide only those limited convenience shopping opportunities for a particular neighbourhood which are compatible with a residential context.

Poor marketability potential of the affected properties currently zoned HS - Highway Service have resulted in large amounts of vacant land within the study area. In order for these undeveloped properties to become marketable from a land use and zoning perspective, the number of allowable uses within the zone would have to be increased, which would then offer a greater range of options for development. Given this premise and considering the unique transportation situation combined with the shortcomings of the existing zoning as presented above, several options to the HS - Highway Service Zone were reviewed.

3.3 Appropriate Zoning

A number of alternatives relating to zoning for the study area were examined which would offer a wider range of uses then currently allowed in the HS - Highway Service Zone.

(a) The HC - Highway Commercial Zone, which is to provide sufficient land adjacent to major routes entering the City for uses serving the travelling public or for uses requiring a high level of accessibility and substantial parking facilities.

(b) Contract zoning which could provide for many different uses through negotiations for each proposal, yet provides no overall policy direction.

(c) MAC1, MAC2 - Major Arterial Commercial Zone, which regulates commercial development along major arterials and includes a variety of office and retail uses which serve both the travelling public and the residents of the City at large.

(d) The creation of a new zone that may only be appropriate for one area of the City that has a unique land use and transportation situation.

A summary and evaluation of the alternatives listed above is provided in Appendix B.

The zoning options were discussed both internally and with the affected property owners and interested representatives from the development industry at the public meeting on April 28, 1987. After some discussion, it was the opinion of nearly all concerned that the best alternative for the study area would be the creation of a new zone that would offer a greater number of uses. However, in promoting more uses as being desirable, the Planning and Public Works and Engineering Departments indicated the types of uses allowed would have to respect:

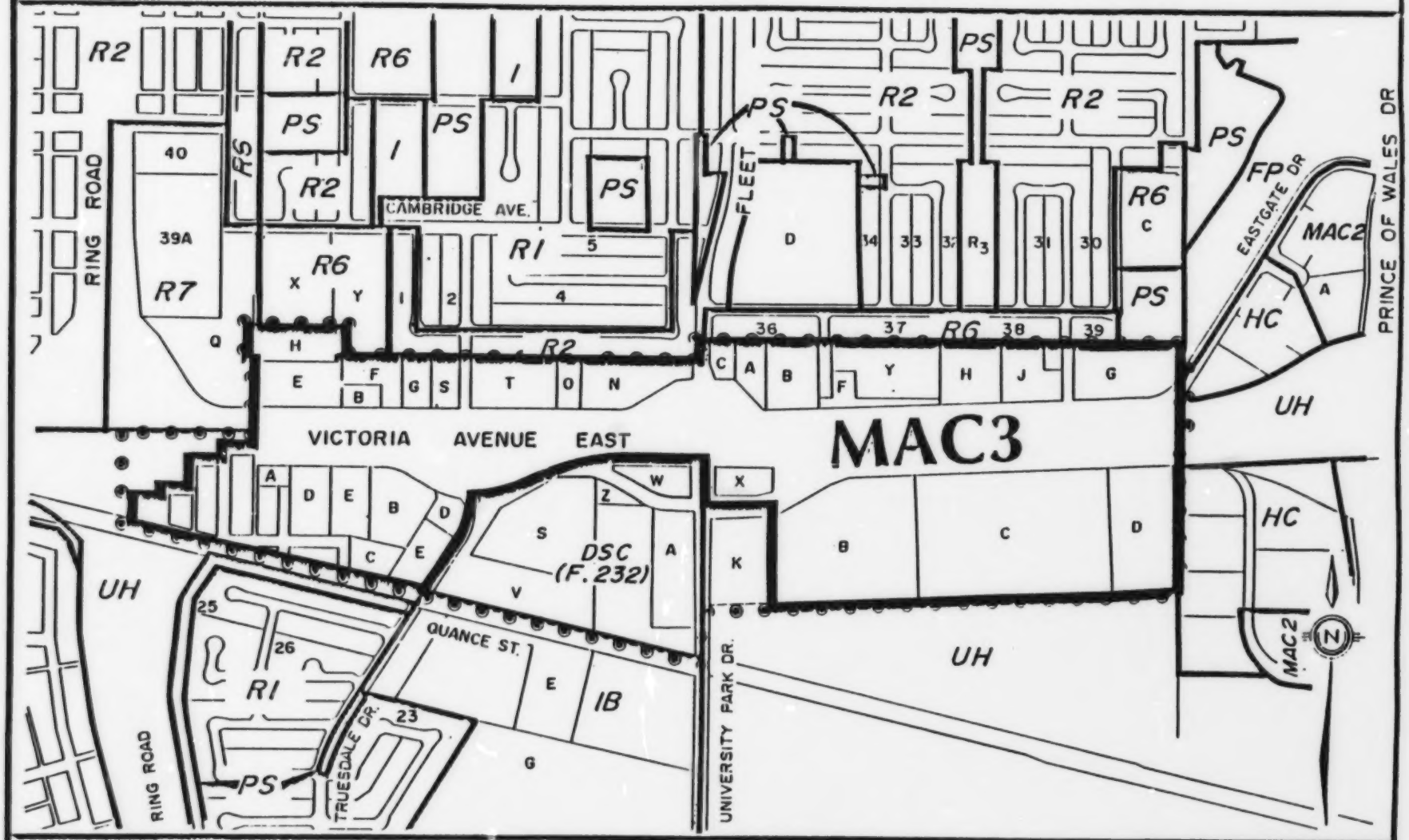
1. the impact of related commercial traffic on adjacent residential areas.

2. the existing and future road networks, particularly the limited access concerns vis-a-vis Victoria Avenue East.

To achieve the appropriate range of uses based on these criteria, the new zone would first have to accommodate the development of a variety of low traffic generating office and retail uses of a limited size. As full direct access from Victoria Avenue East to the affected sites would be confined to designated intersections, these uses should primarily serve the needs of local neighbourhood residents or be "address-oriented". This latter term refers to uses that are chosen and frequented by patrons familiar with a predetermined location that does not rely significantly on direct access or visibility. Second, the existing uses would have to be examined in relation to their potential compatibility with the general purpose of the new zone in order to discern the extent of legally non-conforming situations.

PROPOSED REZONING

MAP 9



LEGEND

GENERAL STUDY AREA	● ● ●	MEDIUM INDUSTRIAL	IB	MAJOR ARTERIAL COMMERCIAL	MAC2
RESIDENTIAL DETACHED	R1	HIGHWAY COMMERCIAL	HC	INSTITUTIONAL	I
RESIDENTIAL SEMI-DETACHED	R2	DESIGNATED SHOPPING CENTRE	DSC	FLOOD PLAIN	FP
RESIDENTIAL MULTIPLE HOUSING	R6	PUBLIC SERVICE	PS		
RESIDENTIAL MOBILE HOME	R7	URBAN HOLDING	UH		
		HIGHWAY SERVICE	HS		

0 100 200 300 m.

Based on the uses proposed within the new zone, the only existing development currently zoned HS - Highway Service that would be considered legally non-conforming is Reid Ford Ltd. (located at 1739 Victoria Avenue East) which is classified as a farm implement, large equipment or marketing sales centre. The Assessment and Taxation Department has indicated that the properties subject to the new zone would have to be monitored for a minimum of 6 months to one year to determine if the land sales indicate a variation in value to the previous zone for which a reevaluation for assessment proposes could be undertaken.

The question of what implications the proposed rezoning of the affected lands to MAC3 - Major Arterial Commercial may have on taxes and assessment was raised by several property owners at the November 24, 1987 public meeting. In response to this inquiry the Assessment and Taxation Department has undertaken some preliminary calculations and anticipates an average increase in assessment and taxes of approximately 15 per cent based on the 1987 mill rate. Part of this increase will reflect the affected properties becoming more valuable due to a wider range of relected land uses being allowed through the rezoning. The availability and provision of servicing will also have an influence on additional rates.

Currently, sewer and water services within the study area are related to the existing users' needs. Future servicing would have to be evaluated as per individual development proposals. However, trunk services for sanitary sewers, storm sewers and water are being proposed for 1988 along the north side of Victoria Avenue between Fleet Street and Eastgate Commercial Park. These services would be subject to local improvement assessments which would be reflected in the applicant's overall development costs.

A number of benefits can be derived by creating a new zone which features a wider range of related uses. The most significant advantage would be the increased marketability potential, thereby providing opportunities for gradual redevelopment of the numerous vacant sites within the study area. In addition, by rezoning the affected properties, developers who are interested in this portion of the Victoria Avenue East corridor as well as property owners within and adjacent to the study area will have a clear understanding of the City's position.

4.0 CONCLUSIONS

4.1 Conclusions of the Report

(a) The study area is no longer considered as the eastern entrance to the City and is therefore less appropriate for highway-oriented uses catering primarily to the travelling public.

(b) Victoria Avenue East (between the Ring Road and the eastern City limits) functions as the Trans-Canada Highway and an urban expressway and therefore access to and from this thoroughfare must be limited for safety and traffic operation reasons.

(c) Access to properties parallelling Victoria Avenue East be provided via an internal subdivision roadway system for those lands within and adjacent to the study area.

(d) Short term traffic operation improvements at and in the vicinity of the intersection of Victoria Avenue and University Park Drive/Fleet Street should be pursued and that the improvements be designed as a stage of the ultimate roadway network that has been approved by Council for the area.

(e) The poor marketability potential of the affected properties within the study area have resulted in large amounts of vacant land due to restricted direct access and the limited number and range of uses within the existing HS - Highway Service Zone.

(f) The creation of a new zone within the study area allowing a wider range of selected uses is the desire of the majority of affected property owners and development industry representatives based on a poll taken at a public meeting.

(g) Low traffic generating, low density commercial uses of a limited size which are "address oriented" or will primarily serve the needs of local neighbourhood residents should be encouraged. This will minimize the impact on adjacent and nearby residential areas as well as to be compatible with the existing and proposed road networks.

5.0 RECOMMENDATIONS

The following recommendations are made with respect to development plan amendments, zoning regulations, zoning map changes and other related matters as part of the Land Use and Zoning Study of Victoria Avenue East.

5.1 Development Plan Amendments

It is recommended that:

Section 15.0 of Part B of Policy Implementation and Guidelines be deleted and the following new Section 15 be substituted for same:

15.0 VICTORIA AVENUE EAST

The Land Use and Zoning Study of Victoria Avenue East has been undertaken to identify appropriate zoning which will facilitate a desirable range and distribution of land uses for that portion of Victoria Avenue East between the Ring Road and Eastgate Commercial Park, and to arrive at subsequent recommendations and changes to the Zoning Bylaw. This was particularly important in light of the evolving status of Victoria Avenue East which was considered in the late 1970's as the major eastern entrance to the City and consequently zoned to accommodate new highway-oriented commercial development. However, Eastgate Commercial Park has since been established to serve as a highway commercial node where access by the motoring public can be more easily facilitated. Taking into account the current development potential and future role of Victoria Avenue East within the study area, the question of transportation and traffic circulation was addressed particularly with respect to its impact on existing and future land uses within this corridor. An analysis of these factors resulted in the formulation of several conclusions in the form of land use and transportation policies for the Victoria Avenue East area.

Policy Objective

1. To ensure that Victoria Avenue East between the Ring Road and Eastgate Commercial Park is developed with low traffic generating, low density commercial uses of a limited size which are "address oriented" or will primarily serve the needs of local neighbourhood residents.

Policy Recommendations and Implementation

1. That a new zoning designation be developed to be applied to this area which accommodates the development of uses exhibiting low density and low traffic generating characteristics. Appropriate development regulations shall be prepared to ensure low density development and that the development does not negatively impact upon adjacent and nearby lands.

2. That, as Victoria Avenue between the eastern City limits and the Ring Road serves both as the Trans-Canada Highway and an urban expressway the following policies be adopted:

   a) that direct access to Victoria Avenue East be limited in the short term to Glencairn Road (rights in-rights out), Truesdale Drive (rights in only), University Park Drive/Fleet Street and Prince of Wales Drive. In the long term, direct access to Glencairn Road will be eliminated.

   b) that access to properties parallelling Victoria Avenue East be provided via a subdivision incorporating an internal roadway system.

c) that short term traffic operation improvements at and in the vicinity of the intersection of Victoria Avenue and University Park Drive/Fleet Street be pursued and that the improvements be designed as a stage of the ultimate roadway network that has been approved by Council for the area.

d) encouragement of low density, low traffic generating land uses in the corridor.

That Policy Recommendation #15 of Section 5.0 Suburban Growth of Part A - Policy Plan be deleted and the following new Policy Recommendation #15 be substituted for same:

15. Those lands adjacent to and fronting on:

a) Victoria Avenue East (Highway #1) between the Ring Road and Eastgate Commercial Park shall be primarily developed to accommodate low traffic operating commercial uses where access is limited along major arterials.

b) Highway #1 from the eastern City limits to the westerly limits of Eastgate Commercial Park shall be primarily developed to accommodate highway oriented uses receiving the travelling public that require a high level of safe and convenient access.

5.2 Zoning Regulations

It is recommended that zoning bylaw #8484 be amended as follows:

a) That all references to the existing HS - Highway Service Zone as per Section 5.5 of said bylaw be DELETED.

b) That the following new zone be added as follows:

5.10A MAC 3: MAJOR ARTERIAL COMMERCIAL ZONE

General Purpose of Zone

The general purpose of this zone is to accommodate commercial development where access is limited along major arterials. Uses allowed in this zone shall be low traffic generators, including a variety of office and retail uses of a limited size which are "address oriented" or will primarily serve the needs of local neighbourhood residents.

Full direct access to and from sites zoned MAC 3 shall be limited to the designated intersection(s) listed below (and as shown on the reference map as per Section 5.10.4A):

1. Victoria Avenue East at University Park Drive/Fleet Street (between the Ring Road and Eastgate Commercial Park).

5.10.1A Permitted Uses

The following are permitted uses in the MAC3 Zone.

a) Animal Hospitals
b) Bakery Shops
c) Banks and Other Financial Institutions
d) Churches
e) Confectionary Stores
f) Convenience Stores
g) Gas Bars
h) Group Homes - Type 2 (Crisis Care Facilities)
i) Libraries
j) Licensed Beverage Rooms with a maximum seating capacity of 50 persons
k) Licensed Cocktail Rooms with a maximum seating capacity of 50 persons

l) Licensed Dining Rooms with a maximum seating capacity of 50 persons
m) Licensed Restaurants with a maximum seating capacity of 50 persons
n) Medical or Dental Clinics
o) Medical or Dental Laboratories
p) Offices of less than 500 square metres in gross floor area
q) Personal Services Establishments
r) Repair Shops
s) Restaurants with a maximum seating capacity of 50 persons
t) Retail Stores of less than 500 square metres in gross floor area
u) Service Stations with up to 3 Service Bays

5.10.2A Discretionary Uses

The following are discretionary uses in the MAC3 Zone.

a) Apartment Dwelling Units
b) Apartment Dwelling Units - Low Rise
c) Bingo Halls
d) Bowling Alleys
e) Car Washes
f) Commercial Clubs
g) Dwelling Units in the same building as a Permitted or Discretionary Use in this Zone.
h) Grocery Stores
i) Home Improvement Centres
j) Hotels and Motels
k) Licensed Beverage Rooms with a seating capacity of greater than 50 persons
l) Licensed Cocktail Rooms with a seating capacity of greater than 50 persons

m) Licensed Dining Rooms with a seating capacity of greater than 50 persons
n) Licensed Restaurants with a seating capacity of greater than 50 persons
o) Mobile Home, Trailer, Recreational Vehicle Sales, Rentals
p) Night Clubs
q) Offices of greater than 500 square metres in gross floor area
r) Pool Halls
s) Private Clubs
t) Restaurants with a seating capacity of greater than 50 persons
u) Retail Stores of greater than 500 square metres in gross floor area
v) Shopping Centres containing uses that are Permitted or Discretionary in this Zone
w) Vehicular sales, service, rentals or repairs
x) Trade Union Halls

5.10.3A Regulations

1. The following regulations shall apply in MAC3 Zones:

Minimum Lot Area (m^2)	250
Minimum Frontage (m)	6
Maximum Coverage	65%
Maximum F.A.R.	3.0
Minimum Front Yard (m)	7.5
Minimum Rear Yard (m)	1/4 ht. of principal building (max. 6)
Minimum Single Side Yard (m)	0
Minimum Total Side Yards (m)	0
Maximum Height (m)	15

2. Where a MAC3 zoned lot faces (includes flankage and rear lot line) onto a residentially zoned property, a minimum 1.5 m in height screen fence shall be erected and maintained along the interfacing property line by the property owner.

5.3 Zoning Map Changes

That Parcel B, Plan FM 4793, Glenelm Park
Parcels S, and T, Plan 65R14428, Glencairn
Parcel O, Plan 85R33650, Glencairn
Parcel N, Plan 84R00704, Glenelm Park
Parcel C, Plan 84R21453, Mayfair
Parcels A, and B, Plan 80R21511, Mayfair
Parcel F, Plan FT2014, Mayfair
Parcel Y, and Lots 7-10, Block 70, Plan AV 4844, Mayfair
Parcels H and J, Plan GC 3093, Mayfair
Parcel A, Plan FX1440, Glenelm Park
Parcels D and E, Plan 65R39235, Glenelm Park
Parcel B, Plan GA1390, Glenelm Park
Parcel D, Plan 85R16478, Glenelm Park
Parcel X, Plan 83R61158, Mayfair
Parcels B, C and D, Plan FJ5153, Mayfair

All presently zoned HS - Highway Service be rezoned to MAC3 - Major Arterial Commercial.

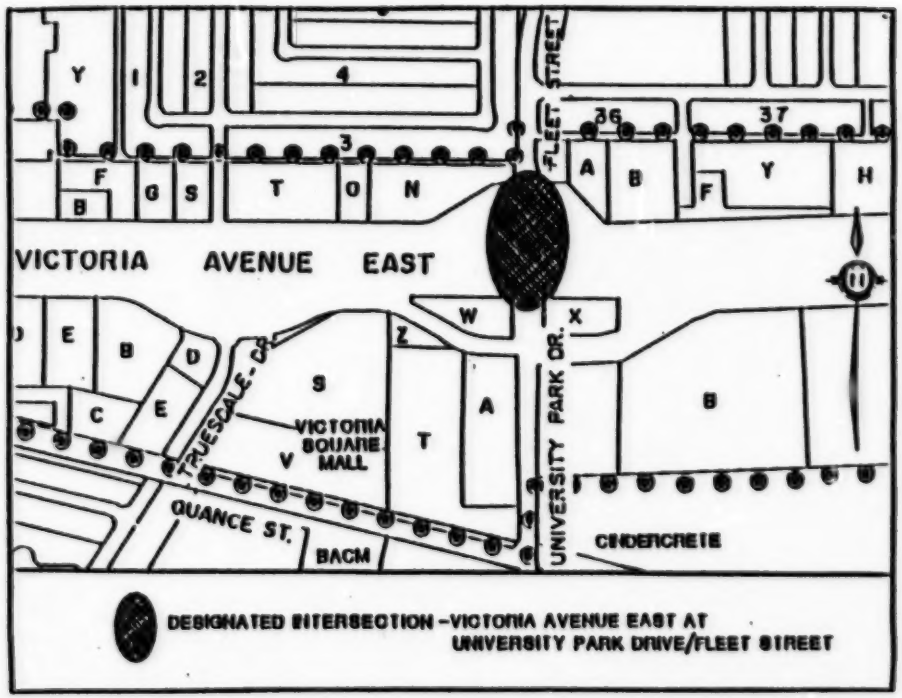
That Parcel G, Plan FT2014, Mayfair
Lots 12-34, Block 89, and
Lots 3-31, Block 88, Plan DH5372, Glenelm Park
Block 111 and Lots 1-7, Block 112, Plan AQ5077, Glenelm Park
Parcel C, Plan FX1440, Glenelm Park
Parcel E, Plan 85R16478, Glenelm Park

All presently zoned UH - Urban Holding be rezoned to MAC3 - Major Arterial Commercial.

That Parcels F,G,E and H, Plan No. FW2161, Glenelm Park presently zoned MAC2 - Major Arterial Commercial be rezoned to MAC3 - Major Arterial Commercial.

5.10.4A Reference Map

Full direct access to and from sites zoned MAC3 shall be limited to the designated interesection(s) as shown below:



APPENDIX A

5.5 HS: HIGHWAY SERVICE ZONE

General Purpose of Zone

The purpose of this zone is to allow for development of low traffic generating commercial uses for the Victoria Avenue East Area including highway oriented uses for the travelling public.

5.5.1 PERMITTED USES

The following are permitted uses in HS zones:

a) Display and Sale of Prefabricated or Prepackaged Homes
b) Gas Bars
c) Hotels
d) Licensed Beverage Rooms
e) Licensed Dining Rooms
f) Licensed Restaurants
g) Mobile Home, Trailer, Recreational Vehicle Sales, Rentals, Service or Repairs
h) Public Uses subject to the provisions of Section 9.3
i) Restaurants
j) Service Stations
k) Vehicular Sales, Service, or Rentals

5.5.2 DISCRETIONARY USES

The following are discretionary uses in HS zones:

a) Animal Hospitals

b) Drive-In Theatres
c) Farm Implement, Large Equipment or Machinery Sales or Rentals
d) Home Improvement Centres
e) Medical, Dental or research-oriented Laboratories
f) Offices

5.5.3 REGULATIONS

1) The regulations respecting lot area, frontage, coverage, floor area ratio, building height and yards are as shown on Table 2, Commercial Zone Regulations, unless otherwise specified on Zoning Maps.

2) Where an HS zoned lot faces (includes frontage, flankage and rear lot line) onto a residentially zoned property, a minimum 1.5m in height screen fence shall be erected and maintained along the interfacing property line by the property owner.

APPENDIX B

ZONING OPTIONS

1. HC - HIGHWAY COMMERCIAL ZONE

Advantages:

Has several more permitted and discretionary uses than existing HS - Highway Service Zone.

Disadvantages:

Uses primarly serve the travelling public by providing sufficient land adjacent to major routes at the entrance to the City.

Requires a high level of direct convenient access from Victoria Avenue East.

Uses would not complement existing and particularly the proposed road network plan(s).

2. MAC1, MAC2 - MAJOR ARTERIAL COMMERCIAL

Advantages:

Provides significantly more permitted and discretionary uses than existing HS - Highway Service.

Disadvantages

High traffic generating uses.

Uses serve both the travelling public and the residents of the City at large.

Uses would not complement existing and particularly the proposed road network plan(s).

Certain uses may impact on adjacent residential areas with respect to through traffic.

3. CONTRACT ZONE

Advantages:

Provides options for a greater range of development by permitting uses not normally allowed in the zone.

Disadvantages:

Is site specific, therefore requires a rezoning and contract negotiation for each proposal.

Can cause delays that inhibit redevelopment.

Does not provide overall long term policy direction.

4. CREATION OF A NEW ZONE

Advantages:

Provides a wider range of permitted and discretionary uses than existing HS - Highway Service Zone.

Uses allowed could be low traffic generating.

Uses allowed would not require a high degree of direct convenient access to Victoria Avenue East.

Uses allowed could primarily serve the needs of local neighbourhoods rather than residents of the City at large and the travelling public.

Uses allowed could complement existing and future road network plan(s).

Uses allowed could minimize impact on adjacent residential areas with respect to through-traffic.

Disadvantages:

New zone may not allow every use wanted by affected property owners or developers.